

# USAID/Somalia Bringing Unity, Integrity, and Legitimacy to Democracy (BUILD) in Somalia

Fiscal Year 2016 Annual Report

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Prepared for Johanna Wilkie USAID/Somalia C/O American Embassy United Nations Avenue, Gigiri P.O. Box 629, Village Market 00621 Nairobi, Kenya				
Prepared by Creative Associates International 5301 Wisconsin Avenue NW Washington, D.C. 20015				

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# **Acronyms and Abbreviations**

AMISOM African Union Mission in Somalia
APD Academy for Peace and Development

BUILD Bringing Unity, Integrity, and Legitimacy to Democracy in Somalia

CDA Constitutional Drafting Assembly
CPD Center for Peace and Democracy

CSO civil society organizations

COP Chief of Party

DANIDA Danish International Development Agency

DCOP Deputy Chief of Party
EDR electoral dispute resolution

EISA Electoral Institute for Sustainable Democracy in Africa

EMB election management body

EU European Union

FGS Federal Government of Somalia

FIEIT Federal Indirect Electoral Implementation Team

GBV gender-based violence
GOSL Government of Somaliland

IBTCI International Business and Technical Consultants, Inc.

ICRIC Independent Constitution Review and Implementation Commission

IDLO International Development Law Organization

IESG Integrated Elections Support Group
IOM International Organization for Migration

IRI International Republican Institute

M&E monitoring and evaluation

MOIF Ministry of Interior and Federation NCF National Consultative Forum

NEC National Electoral Commission (Somaliland)
NIEC National Independent Election Commission (FGS)

NLF National Leadership Forum

RAC Pol Party and Association Registration and Approval Committee

SIDA Swedish International Development Cooperation Agency

SNP Somali National Party

SSG Strengthening Somali Governance

SSUP Somali Social Unity Party

SONYO Somaliland National Youth Organization
SONSAF Somaliland Non State Actors Forum

UCID Justice and Welfare Party

UN United Nations

UNHCR United Nations High Commissioner for Refugees

UNDP United Nations Development Programme
UNSOM United Nations Assistance Mission in Somalia

USAID United States Agency for International Development

USG United States Government

WG working group

# I. CONTEXT UPDATE

#### Federal Government of Somalia

Between the April 2016 project launch and the end of the fiscal year in September 2016, the National Leadership Forum (NLF), composed of presidents of the federal regions and states, Speaker of the Parliament, prime minister, deputy prime minister, and the president of the Federal Government of Somalia, held several meetings to facilitate a legislative and executive transition in Somalia. The NLF laid out a process to form the Parliament, with traditional elders selecting 50-member electoral colleges to choose members of the Lower House, and the Upper House formed by state executives and state assemblies ("the selection process"). Two NLF meetings took place during the third quarter (Q3) of the fiscal year, one in Mogadishu in May and one in Baidoa in late June; this resulted in the appointment of the 22-member Federal Indirect Electoral Implementation Team (FIEIT) to administer the 2016 selection process.

In the fourth quarter (Q4), NLF met in early August to discuss pending issues regarding the 2016 selection process in Somalia. After the meeting, the NLF issued a press statement that detailed decisions on the electoral calendar, a mandate extension for the incumbent administration, the establishment of the Electoral Dispute Resolution Committee, clarification on the gender quota, and other details of candidate and Electoral College selection processes. Of particular importance for BUILD, the NLF gave political parties two years, starting from the day the new parliament is elected, to register according to the Political Party Law passed in June. As part of the transition from clanbased to political party-based institutions, newly elected members of parliament were required to join one of the registered political parties within the first two years of their term but no later than October 20, 2018.

The nine members of the federal-level National Independent Electoral Commission (NIEC) were nominated in summer 2015; by the time the project launched, it had been decided that NIEC would administer only the direct elections in Somalia with no mandate in the selection process. With that in mind, NIEC Chairwoman Halima Yara and eight other commissioners focused on initial capacity building, hiring of staff including the new Secretary-General, and fundraising for a new headquarters under construction in Mogadishu. In Q3, the newly selected Secretary-General and head of the NIEC Secretariat Dahir Jibreel Mirrel arrived in Mogadishu. In the absence of a registrar of political parties, NIEC has temporary authority to register political parties to expedite registration.

On September 26, FIEIT announced that the original dates for the selection process cannot be met, and issued a new electoral timetable: originally planned to start on September 24, the elections were delayed for one month, with the Upper House elections set for October 5, the elections for the House of the People to take place between October 23 and November 10, and the new Parliament to elect the president on November 30. Failure by clan elders to submit lists of delegates on time, their resistance to the quota for women delegates and candidates, lack of a functional dispute resolution committee, financial challenges, and security concerns were the main reasons for election postponement according to the FIEIT.<sup>2</sup> Opposition groups reacted by accusing the incumbent administration of using delay tactics to gain additional time for campaigning.

On the security front, events such as the holy month of Ramadan (which ended in July), Eid al Adha in September, and the IGAD Summit (which closed roads in Mogadishu for more than a week) significantly impacted activities. Security incidents such as bombings near MIA Madina Gate and the SYL Hotel in July and August added to delays as each resulted in security lockdowns.

In mid-September, former Somali President Shaikh Shareef returned to Mogadishu. His residence, near the BUILD office and residence, appeared to be the target of three mortar attacks that also resulted in additional disruptions. Creative's corporate security manager who helped launch the

<sup>&</sup>lt;sup>1</sup> http://www.villasomalia.gov.so/communique-national-leadership-forum/

<sup>&</sup>lt;sup>2</sup> http://doorashada2016.so/en/english-press-release-16-october-2016/

project in April to travel to Mogadishu and Hargeisa again in August to review security operational plans and to reassess the situation. The trip resulted in the implementation of the recommendations to strengthen security by making security enhancements to the Tacforce International (project security provider) contract in Mogadishu and adding project staff handling security to the project in Hargeisa.

With the timing of the selection process becoming clearer during this reporting period, major challenges to BUILD project planning and implementation at the federal level included:

- Volatile security situation;
- Lack of legislation to support the 2020 elections.

#### **Somaliland**

As the project launched in April 2016 (FY16 Q3), the Government of Somaliland (GOSL) was still gearing up for the Somaliland Presidential and Parliamentary elections, planned for March 2017. Uncertainty remained as to whether they be joint Presidential and Parliamentary elections, or whether dueling politicians would once again postpone Parliamentary elections over seat allocations.

The high rate of multiple voting during the last major electoral cycle led GOSL to conduct a nationwide biometric voter registration exercise for the 2017 elections. In Q3, the National Election Commission (NEC) completed the data collection phase of voter registration in four regions. Registration of voters resumed in Q4 in two eastern regions of Sool and Sanaag after the Ramadan break from June 6-July 5, 2016, and concluded on September 20. Following years of hostility between the self-proclaimed autonomous Khatumo state and Somaliland, voter registration for the Somaliland electoral register was conducted in several districts controlled by Khatumo as a result of a historic agreement between Khatumo leader Ali Khalif Galaydh and Somaliland president Silanyo, where Galaydh was seeking peace talks with and inclusion in the Somaliland government. Additional polling stations will need to open on Election Day and political parties will have to extend their outreach to additional voters and recruit additional polling agents in these areas.

After political parties failed to reach an agreement on the distribution of seats between the six administrative regions as required by law and expected from the public, and to avoid deadlock, the parties jointly requested that the President of the Republic decide on the distribution of regional representation in the future parliament. On September 10, despite strong pressure from the international community, the President requested that parliamentary and presidential elections be held separately, initiating the postponement of parliamentary elections. Waddani party strongly objected, while UCID reiterated their position that presidential election should be held on time.

Ignoring international donors' protests, the National Parliament's House of Representatives supported the President's decision to separate parliamentary from presidential election in a session held on September 16. Acting upon the President's official request, the postponement of the parliamentary elections was then confirmed by the Constitutional Court on September 26. The final decision is now with the Parliament's House of Elders (or Guurti) which will hold discussions and decide how long the current House of Representatives' mandate will be extended, and effectively set the new parliamentary election date. The separation and delay of the parliamentary elections from the presidential elections will impact electoral programming in Somaliland as additional resources will be needed to accommodate and support two rounds of elections rather than the anticipated joint elections in March 2017.

Throughout the fiscal year, project operations and ability of the project to support the NEC with organizing the 2017 presidential election was hampered by the lack of clarity about which donors and international implementers will be providing the support for it and how; and resulting delays in the deployment of the much needed advisors to support various aspects of the election. In a positive development, preparations started for joint meetings with donors, implementers, and the NEC to discuss respective responsibilities. In another positive development during Q4, the NEC and BUILD

staff worked jointly to identify and contract a company to print the voter cards for the upcoming election, the first major deliverable under the project which brings Somaliland one step closer to this much anticipated election. Attacks and harassment of journalists increased during the reporting period in Somaliland and were expected to continue during the election and immediate post-election period.

Thus, major challenges to BUILD project planning and implementation in Somaliland during the fiscal year included:

- Lack of clarity about the postponed parliamentary elections delayed from March 2017;
- Outstanding questions regarding division of labor among implementers and terms of support for the March 2017 elections.

## II. EXECUTIVE SUMMARY

The project was launched in April, with the first quarter (FY16 Q3) consisting largely of the project start-up, including the deployment of Creative's core staff and the design and operationalization of initial project activities. The design of activities under all three objectives continued in the following quarter (FY16 Q4) as it became clear that the project would play a role of the key provider of technical electoral assistance in Somaliland to make the March 2017 elections possible. Activities included one major deliverable focused on the identification of the contractor and the production of voter cards required for the election, identification of the experts to support various aspects of the election, from logistics and operations to support with legal drafting and electoral dispute resolution.

The reporting period also included the deployment of the staff from the International Republican Institute (IRI) and Electoral Institute for Sustainable Democracy in Africa (EISA) to Somalia following Ramadan. This reporting period also included a series of training events for the key project staff and project support functions such as finance, grants, and monitoring and evaluation. With the completion of Creative's registration in Somalia during Q3, employee handbooks, agreement templates, and salary scales were established and completed and the process of interviews and hiring of a series of local staff launched.

#### A. Key Narrative Achievements

BUILD's first major activity was a joint Creative/EISA/IRI Electoral Needs Assessment (ENA). The seven-member team travelled to Hargeisa from May 23-28 and Mogadishu from May 28-June 3, 2016, to identify key programming priorities. The team identified legal, institutional, operational, educational, adjudicative, and security-related needs to support presidential (and at the time of the assessment also parliamentary) elections in Somaliland in March 2017 and national elections for the FGS in 2020. The assessment team's main recommendation for the fiscal year was to focus most project resources to support the Somaliland elections planned for 2017.

The Holy Month of Ramadan in early July significantly impacted activities during both project quarters (FY16 Q3 and Q4), along with the Eid al Adha holiday in September and the IGAD Summit, which resulted in the closure of roads in Mogadishu for more than a week. In addition, significant security incidents – bombings near MIA Madina Gate and the SYL Hotel - in July and August added to delays as each resulted in security lockdowns.

In mid-September, former Somali President Shaikh Shareef returned to Mogadishu. His residence, near the BUILD office and residence, appeared to be the target of three mortar attacks that also resulted in additional disruptions. Creative's corporate security manager traveled to Mogadishu and Hargeisa in August for a review of security operating procedures.

In July-August, BUILD conducted an initial national staff recruitment effort for positions in both Hargeisa and Mogadishu. BUILD staff selected three staff for additional background checks and other

vetting prior to offering positions. BUILD posted a second round of advertisements for three additional positions (program officers in Mogadishu and Hargeisa, and a senior grants officer) in September. BUILD's finance/grants manager attended training for both finance and grants management in September. BUILD also worked with USAID on the revision of the Annual Implementation Plan and project budget, and participated in the PSG Working Group I.

## B. Quantitative Highlights

As the monitoring and evaluation (M&E) plan for the project has not been finalized, no quantitative highlights are reported during this (FY216 Q4) or previous (FY16 Q3) quarter.

# C. Activity Administration

#### **Staffing**

BUILD's Chief of Party (COP) Denise Dauphinais and Deputy Chief of Party (DCOP) Muhammad Almusbeh arrived in Somalia on April 24, 2016, to establish the foundation for implementation of activities in the program's major components. Mr. Almusbeh deployed to Somaliland on May 1, 2016, remaining in Hargeisa to head BUILD's project team until after the March 2017 elections in Somaliland. Ms. Dauphinais and Mr. Almusbeh were preceded by Creative's Security Manager, Tony Ribeiro who assessed the security situation and project arrangements in Mogadishu where Creative is contracting Tacforce International for all office, residential and security arrangements, and in Hargeisa where Creative is managing project's security directly.

Grants Manager Gebeyehu Mekuria arrived in Mogadishu on May 15, 2016, and immediately began working with Creative's HQ Grants Manager Gail Long on grants database and management procedures. Creative engaged its M&E Manager, Mohamud Cabdi Bakaal beginning May 15, 2016, and worked with Mr. Mekuria as the interim finance manager until obtaining authorization from USAID to take on project financial responsibilities in addition to managing grants. The person originally identified as the project Finance Manager decided not to take the position located in Mogadishu due to the security situation there.

Contracted by EISA, BUILD Objective I Team Lead David Byakutaga arrived in Mogadishu in early July, and Program Officer Naphtaly Sekemong arrived in Hargeisa, Somaliland, later in July.

Contracted by IRI, BUILD Objective 3 Team Lead Bojan Ristić joined the program on July 18, and after a week of orientation in Washington, D.C., deployed to Hargeisa on August 1. IRI submitted registration documentation in Somaliland and Somalia. BUILD also hired a human resources and operations consultant for the project, Deqa A. Deria, as well as a local accountant on a part-time basis, and initiated the process of hiring a local program officer for Objective 3. As of September 30, BUILD was reviewing the 104 applications received for the local Program Officer position. All international employees received multi-entry visas and work permit for Somaliland and opened respective bank accounts in Mogadishu and Hargeisa. Creative technical manager David Jandura deployed to Mogadishu in early October to support the BUILD COP and the implementation of Objective 2 activities in coordination with the NIEC.

#### **Short-term Technical Experts**

BUILD team members have identified and built a core cadre of technical experts through decades of experience in similar transitional environments. Two international short-term experts deployed during the fiscal year to support the NEC in Somaliland. Ched Flego was deployed in Q3 to provide support with operational planning and budgeting in Hargeisa, and Grant Kippen in Q4 to advise NIEC in Mogadishu. Deployment of a series of experienced election advisors in Somaliland was delayed due to discussions with the NEC to finalize the terms of engagement with Creative,

facilitated by USAID. By the end of the reporting period, Creative and the NEC agreed on deployment on initial consultants.

## **Local Registration and National Staff**

Creative obtained its registration certificate for Somaliland in early August. In Q3, Creative finalized the employment manuals necessary for hiring of long-term national staff and hired consultants. In July-August, BUILD conducted an initial national staff recruitment effort for positions in Hargeisa and Mogadishu. BUILD Objective 2 staff selected three staff for additional background checks and other vetting prior to offering positions. BUILD posted a second round of advertisements for three additional positions (program officers in Mogadishu and Hargeisa, and a senior grants officer) in September. With EISA already registered in Somalia for another project and able to hire staff and make payments, IRI finalized its project registration process in Q4.

#### **Home Office Support**

BUILD home office staff facilitated project start up, assessment of the project needs, and the finalization of the sub-awards and sub-contracts with project partners – EISA, Forcier, IRI, and Tacforce. Home office staff provided strategic management, contributed to the development of activities, ensured compliance, and assisted program operations from Washington, D.C. (Creative and IRI) and South Africa (EISA) and on short-term assignments in Somalia and Somaliland. Home office support staff included each consortium partner's project directors and project backstops, as well as start-up specialists providing technical, operational, and administrative support. These included legal experts, finance experts, grants, field operations, IT and security experts.

In Q4, Creative's head office grants specialist Gail Long travelled to Nairobi, Kenya, to train Grants Manager Gebeyehu Mekuria who was also trained in Addis Ababa, Ethiopia, on project finance administration. Creative's corporate M&E manager Maby Palmisano held training sessions with the project M&E officer Mohamoud Bakaal remotely and prepared for regional M&E training. Creative's head office procurement specialist Brendan McGurk travelled to Hargeisa, Somaliland, to facilitate the selection and the award of the voter cards printing contract. Creative's corporate security manager Tony Ribeiro traveled to Mogadishu and Hargeisa in April and August to review security operating procedures resulting in a series of recommendations to the security plans for both Mogadishu and Hargeisa.

#### **Security**

Creative continued developing and adjusting standard operating procedures and security protocols to ensure the safety of all BUILD team members, both expatriate and local national.

The Holy Month of Ramadan in early July significantly impacted activities, along with the Eid al Adha holiday in September and the IGAD Summit, which resulted in the closure of roads in Mogadishu for more than a week. In addition, significant security incidents – bombings near MIA Madina Gate and the SYL Hotel - in July and August added to delays as each resulted in lockdowns.

In mid-September, former Somali President Shaikh Shareef returned to Mogadishu. His residence, near the BUILD office and residence, appeared to be the target of three mortar attacks that also resulted in additional disruptions. Creative's corporate security manager traveled to Mogadishu and Hargeisa in August for a review of standard operating procedures (SOPs) and made recommendations that were incorporated into the security plans for those cities. In Mogadishu, the Tacforce contract was upgraded to include dedicated staff and services. In Hargeisa, leases were finalized and staff moved from the Forcier compound into the living quarters and secure office location within the Ambassador Hotel compound.

# D. Subsequent Reporting Period's Work Plan

During the subsequent quarter (Q1 FY17), the BUILD team will focus on supporting the selection process throughout Somalia scheduled for November 2016 and on the printing of the voter

registration cards and other activities to support the implementation of the March 28 presidential elections in Somaliland.

Creative will continue to support the NIEC in Somalia and NEC in Somaliland with capacity building and election administration. EISA will start awarding grants to pre-identified civil society organizations (CSOs) in Somaliland and Somalia to implement civic and voter education. IRI will coordinate closely with Saferworld in Hargeisa to gain buy-in of political parties for activities planned under Objective 3, agree on the calendar of activities and launch training. In Mogadishu, IRI plans to recruit a program facilitator.

BUILD Objective 3 staff will reach out to the Oslo Center for Peace and Human Rights, another organization supporting political party development, to exchange information about future plans and establish coordination mechanisms in order to avoid duplication of efforts. IRI is planning to deploy a local facilitator under BUILD, to introduce its program to the broader political party and civil society community, and begin assessing party needs in order to meet requirements for party registration.

# III. KEY NARRATIVE ACHIEVEMENTS

#### **Electoral Needs Assessment**

A seven-member team composed of Creative, EISA, and IRI staff conducted an ENA in Hargeisa from May 23-28 and in Mogadishu from May 28-June 3, 2016, to identify programming priorities. The team identified legal, institutional, operational, educational, adjudicative, and security-related needs to support presidential and (subsequently postponed) parliamentary elections in Somaliland and national elections at the federal level. The team did not conduct an assessment of the potential elections in Puntland.

Based on the assessment, the team recommended focusing most project resources to support the Somaliland elections in 2017 during the fiscal year. This recommendation took into account that Somaliland was already underway with the 2017 electoral cycle conducting the voter registration process and that the funding and support provided by Interpeace for elections was winding down. BUILD would support Somaliland's elections by providing operational and technical support to the NEC, capacity-building support to the three political parties, and grants to CSOs.

With the FGS scheduled to hold a national selection process in the summer (subsequently fall and winter) of 2016, the assessment team recommended that BUILD play only a limited role in this process, and lay the groundwork for supporting the planned 2020 "one-person, one-vote" elections by supporting the NIEC. As the legal framework for these elections was mostly absent, BUILD's activities during the first fiscal year would focus more on initial staffing and guidance to Somalia's nascent electoral commission and political parties.

# Objective I: CITIZENS' PARTICIPATION IN POLITICAL AND ELECTORAL PROCESSES INCREASED

#### Federal Government of Somalia

Objective I activities at the beginning of the project (Q3) consisted mostly of meetings with CSOs which highlighted the need for small grants to civil society for public outreach and media training. As the public will not have the ability to participate in the selection process, the BUILD team planned to focus its outreach activities on information and the credibility of the process, not on motivating voters to participate. Small grants can help citizen understanding of this opaque process while also providing an opportunity for BUILD to start developing a civil society support mechanism. These initial meetings indicated that BUILD was well placed to help set a precedent for future "one person, one vote" elections by supporting a limited observation of the process by the CSOs. Due to difficulties in organizing the training (see Q4 below), the planning for this activity changed in the next quarter.

In Q4, information on the selection process in Somalia was still scanty. Details regarding the process were not made available to the people or the BUILD team. Dates for the selection process kept shifting. Consequently, it was not possible for the BUILD team to design and implement a voter education program because basic information was missing. Similarly, it was impossible to train CSOs in election observation on the selection process. Bearing in mind the fluid environment surrounding the selection process, the BUILD team decided to review the project activities with a view to focusing on the 2020 "one person, one vote elections". In the revised Implementation Plan, the overall objective shifted to supporting electoral processes by fostering increased citizen participation through building the capacity of CSOs to inform citizens so that they can be motivated to participate in electoral processes effectively, peacefully and constructively. During the quarter, a process of identifying and working with the qualified CSOs which had been working on delivery of civic and voter education started. This included meetings with and selection of CSOs that Objective I partner, EISA, had engaged in the past. These CSOs will be assisted to develop standard materials for use as reference points (for subsequent material development by the same or other CSOs) in

the delivery of civic and voter education with duplication and overlaps avoided. During Q4, preparations started for a workshop in the next quarter (FY17 Q1) with some 15 CSOs to identify topics around which to develop content and materials, which will be used by the CSOs to conduct civic and voter education in preparation for the 2020 elections. Some of the proposed topics to be finalized in the workshop included: security as a condition for free and fair elections, reconciliation, nationwide registration of voters, election processes and procedures, awareness of the constitution with reference to the Provisional Constitution. Another planned activity was to mobilize citizens in understanding key components of the constitution to assist them to effectively participate in the review of the Somali Provisional Constitution. This activity was not implemented during the reporting period because the process of reviewing the Provisional Constitution has been paused during the electoral period. This process was expected to be taken up again by the next government. The BUILD team plans to focus on specific components of the Provisional Constitution as the basis of its civic and voter education, including human rights, elections, federal structure of the government, and three branches of the government.

BUILD also started working with a media development program, IMS-FOJO, on a media training grant to help journalists provide coverage of the 2016 process as it relates to government formation after parliament takes its seats. Grants Manager Gebeyehu Mekuria secured all necessary financial information. During the reporting period, BUILD worked with Head of IMS Africa Finn Rasmussen on submission of a grant proposal.

With regard to supporting non-governmental elections (NGE) in Somalia, the BUILD team took initial steps by encouraging CSOs that the project staff met during the fiscal year to conduct internal democratic elections based on "one person, one vote" and by sharing some of the best practices around the world. Secondly, CSOs were encouraged to institute gender balance in their leadership positions and implement voluntary quotas. Specific advice and support with organizing NGE is planned for the next fiscal year.

#### Somaliland

As of the end of September 2016, the GOSL continued preparations for the Somaliland Presidential elections planned for March 28, 2017. The longstanding dispute between political leaders over the allocation of seats once again resulted in the postponement of the Parliamentary elections.

Somaliland concluded the voter registration exercise and EISA, responsible for implementing activities under this objective, deployed its program officer, Naphtaly Sekamogeng, to Somaliland to start meeting with the CSOs and coordinating civic and voter education activities with groups like Somaliland Non-State Actors Forum (SONSAF), Somaliland Society in Europe, and others.

BUILD had planned but was not able to deploy an expert to advise electoral stakeholders and train CSOs on electoral violence mitigation techniques during the fiscal year due to other priorities in Somaliland and scheduling conflicts. Although incidents of violence and intimidation were reported, mainly in Sol and Sanaag, particularly in the final stages, these were isolated nor as rife as violence elsewhere in Somalia — which included assassination attempts and similar serious violence. BUILD attended the September 26 Voter Registration closure event. NEC did not release the number of registered voters at this event nor subsequently as of the time of this report. In previous elections, releasing of the numbers was believed to have led to issues including electoral violence. It was noted that clans which felt disadvantaged by the registration numbers attempted to gain unfair advantage through multiple voting.

The need for closer coordination with the NEC regarding civic and voter education continued throughout the reporting period. The election budget and funding remained key issues troubling the NEC with little interest expressed in civic and voter information. The discussions with the NEC conducted during the fiscal year's two project quarters mainly led to the NEC expressing concerns about the funding by the GOSL and the international community for NEC operations, making it

harder to clarify any questions pertaining to the programming before funding concerns are addressed.

Nevertheless, BUILD started meeting with CSOs as potential partner organizations to discuss the development and implementation of a coherent voter education campaign for the Somaliland voter card distribution process. The campaign is intended to promote voters' participation through the inspection and verification of the voter roll.

Uncertainty over how voter cards distribution will be implemented remained, making it difficult to provide information about it. Similarly, uncertainty continued about whether the presidential election will be held in March 2017, especially because of ongoing questions regarding funding.

# Objective 2: CAPACITY OF EMBs AND OTHER RELEVANT GOVERNMENT BODIES TO ADMINISTER CREDIBLE ELECTIONS AND POLITICAL PROCESSES INCREASED

# Federal Government of Somalia

In Q3, the BUILD team was introduced to and started working with the main beneficiary, the NIEC. NIEC's activities centered around three main areas: I) constructing a new headquarters in Mogadishu, 2) hiring professional staff and a Secretariat, and 3) developing an electoral lexicon in the Somali language. The NIEC shared specific areas of support that they believed could be conducted in 2016 which included knowledge management (appropriate for Somalia's oral society); support with a long term strategic plan; support to understand and preempt challenges faced by other federal election commissions; and support with hiring and building the capacity of the new Secretariat. Both the NIEC and the Office of the President raised the need to build the new voter registry for Somalia. NIEC required support in understanding and developing options for registration, guidance on the legal framework for the voter registration to the parliament, development of voter registration procedures, and operational support. The NIEC was having difficulty moving outside of the capital and they said that they did not receive the support they needed from the international community. Because of their location in Villa Somalia, it was rare for internationals to visit them. BUILD started identifying and contracting experts to assist with immediate needs, visiting and working with the NIEC on a more regular basis.

BUILD launched a series of meetings and consultations with universities in Mogadishu to identify students and professors to build and use local capacity whenever possible. BUILD started adapting the curriculum of an elections course taught at Georgetown University by Jeff Fischer to Somali and Somaliland contexts. The course and the fellowship are intended to build the capacity of professors in Somalia and Somaliland to teach the course, and to build the capacity of students to engage in elections in both short-term (as fellows embedded with the NEC and NIEC) and long-term (as poll workers and in other roles supporting elections directly).

In Q4, activities centered on providing technical support to the NIEC. In September, BUILD facilitated a session on relations between election management bodies (EMBs) and political parties as part of a roundtable with the NIEC regarding registration of political parties, organized by the United Nations Integrated Elections Support Group (IESG). BUILD held meetings with NIEC Chairwoman Halima Yara, Secretary-General Jibreel Dahir, and other members regarding technical assistance for the NIEC to be provided by BUILD.

IESG's primary focus during the fiscal year has been on providing support for the 2016 selection process. While initially preparing to conduct their own electoral needs assessment in November, IESG subsequently postponed the assessment until after the planned 2016 selection process. IESG and BUILD conducted a joint electoral systems workshop during the fiscal year facilitated by the BUILD COP. The joint legal workshop session did not take place due to the short organizing lead time, and IESG's consultant Kare Vollan facilitated the workshop. BUILD remained open to bringing a consultant, Vladimir Pran, previously contracted by the Chemonics-implemented Somalia Strengthening Governance (SSG) project, to serve as a resource person for these workshops.

#### Somaliland

Activities in Q4 centered on providing technical assistance to the NEC while helping the institution procure equipment for the vital task of printing voter identification cards. On August 8, the NEC sent a formal request to USAID/Somalia through BUILD to help with the procurement of printers and consumables for the voter ID cards in Somaliland. They also requested additional technical support with the printing process. BUILD released the full and open tender for the printing on August 26. Brendan McGurk from the Creative home office assisted this process, which included a trip to Hargeisa on September 7. BUILD received multiple proposals from the RFP. BUILD's review panel included two NEC commissioners and the operations manager. Firms that fell within the competitive range passed on to the cost evaluation, with the contract finally awarded outside of this reporting period, on October 14, 2016.

During the period, BUILD deployed Chedomir Flego to Hargeisa, Somaliland, to provide technical support to the NEC on planning and budgeting. Mr. Flego arrived on July 18 and has been working with the NEC on a daily basis. Mr. Flego's assistance included re-constructing the NEC budget; resolving an impasse over equipment with a previous stakeholder; assessing and providing election and operational plans; assessing proposals for international adviser assistance; participating and coordinating in the Technical Evaluation Committee for the above mentioned tender; assessing and resolving voter card production and distribution arrangements; resolving voter card design and coordination with the NEC and vendor; and finalizing card design and coordinating commencing of voter card production. Preparations started for the meetings in Nairobi and Addis Ababa during this quarter to discuss coordination among stakeholders supporting the NEC in Somaliland.

# Objective 3: POLITICAL PARTIES PROMOTE INCLUSION AND CONTRIBUTE TO PEACEFUL POLITICAL PROCESSES

#### Federal Government of Somalia

During Q3, BUILD met with representatives of the Daljir political association and SNP to discuss capacity gaps and the current political environment in Somalia, specifically Mogadishu, leading up to the 2020 "one-person, one-vote" elections as a part of the BUILD electoral needs assessment. During Q4, BUILD maintained contact with the parties to plan future activities.

#### **Somaliland**

In August and September, in anticipation of obtaining IRI registration in Somaliland, BUILD conducted initial coordination meetings with Saferworld, an organization with a similar scope of work with political parties in Somaliland. BUILD also began identifying potential local partners for the party polling agent training program, starting with implementers of a similar USAID-funded IRI project in 2012.

On August 16, September 7, and September 27, BUILD held three coordination and planning meetings with Saferworld in Hargeisa to discuss each organization's electoral support programs in Somaliland ahead of the planned March 2017 elections. The head of Saferworld's Hargeisa office and election program manager, Abdijalil Dahir, informed BUILD that they have a budget of EUR 150,000 to host workshops for up to 2,500 polling agents from each of three political parties, resulting in 7,500 trained polling agents in total. Saferworld also intends to conduct campaign training and assist parties in improving their internal organizational capacity. BUILD presented its political party election support action plan and discussed gaps that exist despite both organizations' planned intervention as well as discussing potential complementing activities and areas where Saferworld could contribute additional programming through its ongoing election support program funded by the EU and DANIDA to address these gaps. Both organizations agreed to complement each other's work, exchange information on future activities with political parties on a regular basis and

cooperate in order to avoid unnecessary duplication of efforts and waste of resources, and to maximize impact and foster solid relationships with political parties.

On August 25, BUILD had a meeting in Hargeisa with Mohammed Farah, Executive Director of APD. APD is a well-established local CSO with a good reputation and a proven record of democracy strengthening in Somaliland, including close cooperation through a contract from IRI on election-related projects in 2012. As a local partner of Objective 3 implementer, IRI, in 2012, APD successfully executed a complex political party polling agent training program, through which more than 9,000 agents were trained. It was therefore not surprising that during this meeting APD expressed keen interest in working with BUILD to train polling agents for the up-coming presidential election, scheduled for March 2017. BUILD also suggested the possibility for cooperation with APD in drafting political party codes of conduct, an area in which APD has considerable prior experience.

# IV. PROGRESS AGAINST TARGETS

The Monitoring and Evaluation Plan is still under development and there are no targets to report against for this quarter.

# V. PERFORMANCE MONITORING

In Q3, the project staff obtained an overview of Somalia Program Support Services (SPSS) Perceptions Survey tool to use for reporting project indicators. BUILD team identified multiple questions for use as baseline data for the project once collected. The data would be based on the survey questions about knowledge, perceptions, and attitudes of voters in Somaliland and Somalia about elections.

In Q4, the BUILD team obtained an overview and a summary of the baseline data from the Survey. At the time of this report submission, Creative's head office M&E Manager Maby Palmisano and the BUILD COP Denise Dauphinais, were meeting with SPS/International Business and Technical Consultants, Inc. (IBTCI) in Nairobi, Kenya, to discuss the details of the M&E Plan and overall data reporting through USAID. Creative was also working to contract Forcier, the preapproved subcontractor, to support the project with additional baseline and other survey data.

# VI. LESSONS LEARNED

The BUILD project team continued to be acutely aware of its limited access to some of the key segments of Somali society necessitating further study of the marginalized populations in order to design appropriate activities and interventions. Such a study was planned for early 2017.

This reporting period proved how volatile the political environment in Somalia can be. The Somaliland government separating the parliamentary elections from the presidential prompted BUILD to quickly start modifying activities, including by preparing a modified training curriculum for Objective 3 training. The postponement of the parliamentary elections during the fiscal year required adjustments to the draft annual work plan to reflect support for only the presidential election in March 2017. Toward the end of the fiscal year, political elites and election stakeholders were beginning to discuss the postponement of the presidential election in Somaliland as well.

BUILD staff learned that flexibility and ability to quickly adjust to changed circumstances and transformed operating environment is essential in fledgling democracies such as Somalia, where legal procedure is frequently bypassed by individual actors, which often results in an override of established laws and legal procedures.

BUILD also learned that an early approach to organizations with similar, potentially conflicting scopes of work, ideally before any detailed plans are developed, is more likely to result in coordination and cooperation agreement, as evidenced by continued transparent communication and coordination with Saferworld and Chemonics. Similarly, engaging with the NIEC in early stages of their operations and not half way through the key activity – namely voter registration as was the case in Somaliland with the NEC, allowed the BUILD project team to build relationships before providing NIEC with critical operational support.

During the BUILD assessment in May, Kulmiye party expressed reluctance to work with BUILD staff before Creative and IRI officially registered with the Somaliland government (see FY16 Q3 Quarterly Report). BUILD staff decided to wait until obtaining official registration before reapproaching the party to offer assistance. In the May 2016 meeting, Kulmiye also declared they will participate in BUILD activities for political parties only after a government institution officially recognizes BUILD as a partner. Therefore, during this reporting period, BUILD used this information learned through the BUILD assessment meetings and initiated the procedure to sign a Letter of Agreement with NEC, recognizing the importance of official registration in order to legitimately work with all three parties. In such a sensitive context, BUILD also decided not to conduct initial meetings with the other two parties (Waddani and UCID) in order to avoid potential accusation of favoritism. Once the Letter of Agreement with NEC was signed, BUILD arranged introductory meetings with all three political parties. From this experience during the BUILD assessment, BUILD team has learned the value of clearly communicating project implementation plans with the intended beneficiaries in order to ensure transparency of the program and promote positive relationships.

Despite the letter of agreement signed with the NEC prior to registering the project in Somaliland, BUILD faced another setback in Q4 once again confirming that early approach to beneficiaries is important, but that involvement and a clear communication by the donors directly with the NEC is also needed to implement activities effectively. During the BUILD assessment in May/June, meetings with the donors, NEC, and Interpeace all suggested that the transition from Interpeace providing most of the technical support to Creative would be a smooth one. However, the very different operating procedures and policies about how to provide the NEC with support continued to delay the implementation of activities and deployment of electoral advisors in Q4. Although Creative would not normally undertake activities until there is a clear agreement about its support, in order to keep electoral planning on track, Creative continued to provide technical assistance throughout

the fiscal year and assisted the NEC with conducting a selection process for the printing of the voter registration cards.

## VII. PROGRESS ON LINKS TO OTHER ACTIVITIES

BUILD continued to closely coordinate with Chemonics' SSG project in order to take over election specific activities. These included technical advice on electoral systems provided by SSG consultant Vladimir Pran for the selection process (FGS). While initial plans were made for BUILD to engage Mr. Pran and for IESG to engage Kare Vollan in the joint workshop series that took place during the reporting period, the short lead time in organizing the workshops resulted in Mr. Vollan conducting the workshops alone. The two teams and USAID agreed that SSG would continue work with civil society through the small grants mechanism until the grants close out.

The other coordination at the FGS level included that with IESG on a range of technical assistance issues to the NIEC as well as on outreach activities for the selection process. In Q3, the two organizations discussed coordination of technical assistance. It was agreed that IESG would support an operations and budgeting advisor, and BUILD would support a Knowledge Management Advisor.

With EISA's Country Director overseeing both projects and with the two teams sharing office space which facilitates meetings and day to day interaction, the coordination between EISA's SIDA-funded project and EISA's BUILD component on observation and outreach started in Q3 and continued in Q4. The cooperation among IRI and the Oslo Center on support to political parties and political party law was delayed due to the Oslo Center's departure from Mogadishu and continued remote operations during the fiscal year.

In Somaliland, BUILD coordinated technical assistance to the NEC with Interpeace and civil society work (civic and voter education as well as observation) with Saferworld's Participatory Governance Program.

During this reporting period, IRI focused on coordinating Objective 3 activities with Saferworld, which is pursuing a similar election-related scope of work. In addition to BUILD's capacity building activities for political parties and candidates and party poling agent trainings, BUILD/IRI plans to work in conjunction with Saferworld to provide assistance developing the Party Election Code of Conduct with members of the Somaliland Non State Actors Forum (SONSAF) civil society coalition, as well as implementing a wide range of civic and voter education activities through the SONSAF network. BUILD and Saferworld reached an early agreement on information exchange, coordination and collaboration during initial meetings and both organizations aim to maximize impact through complementary activities. For example, BUILD and Saferworld agreed to divide training topics between the two organizations, rather than individual parties or regions, which may result with practically the same groups of participants attending different trainings.

During the fiscal year, BUILD staff continued discussions with multiple organizations to either join ongoing coordination mechanisms or to start facilitating future coordination forums.

During this reporting period and building on meetings in Q3, BUILD continued to meet with various donor-supported programs at the federal level and in Somaliland, including representatives of Chemonics, SONSAF, Saferworld, Nagaad, Interpeace, APD, SONYO, IOM, IDLO, the Centre for Research and Dialogue and the Heritage Institute for Policy Studies (HIPS). These meetings gave BUILD a greater understanding of specific programs currently being implemented at the FGS level and in Somaliland, and allowed the BUILD team to coordinate with other organizations on the ground to avoid unnecessary competition or duplication of efforts among organizations working at the FGS level and in Somaliland. These meetings also allowed BUILD to identify organizations that have the capacity to partner with BUILD as sub-grantees.

## VIII. PROGRESS ON LINKS TO HOST GOVERNMENT

Although independent from the executive, both NEC in Somaliland and NIEC at the federal level are host government agencies. Objective 2 activities in this report continued to be coordinated with the two as the host government agencies during the FY2016 Q3 and Q4. Similarly, most key operational and administrative activities, ranging from country registration to employee manuals for the project, were coordinated with both NEC and NIEC.

BUILD also held meetings with representatives of the Office of the President of Somalia, the Somali Ministry of the Interior, and the Parliament of Somaliland. Each of these meetings allowed BUILD to introduce its program to FGS and GOSL officials and begin the process of gaining buy-in and support of key government offices. BUILD will maintain contact with these individuals and their offices throughout this program to ensure programming is informed by the most recent developments in the Somali and Somaliland governments and to encourage positive cooperation between BUILD and relevant government officials.

BUILD primarily contacted relevant government institutions for gaining necessary permissions and certifications for registration in Somaliland, including the Ministry of National Planning and Development and the Ministry of Labor and Social Affairs in Somaliland and the Ministry of Interior and Federal Affairs in Mogadishu. BUILD has had positive interactions with each of these institutions. BUILD received registration in Somaliland for IRI from August-December 31, 2016, pending registration in Mogadishu.

## IX. INCLUSIVITY AND ACCESS

Starting with the needs assessment in Q3 and continuing in Q4, BUILD staff (including the consultants providing technical advice to the NEC and the NIEC) promoted the inclusion of women and youth, especially as election officials, and eventually as polling officials, in all project activities. The NEC is committed to working with BUILD on designing training to address inclusivity goals. Fifty percent of registration center workers trained by the NEC were women. It has been harder to reach the 50% threshold among core trainers because of the travel requirements. BUILD discussed reaching the same goal with CSO partners for election observer training and in all of its training to conduct civic and voter education activities. BUILD discussed the existence of political party youth and women wings during meetings with Somali and Somaliland political parties. Findings indicated that decision-making processes are largely dominated by men and typically exclude women and youth. In Somaliland, political parties recognize the potential in securing women and youth votes and all three parties have women and youth wings, although men still dominate senior leadership and there are few women elected to office. At the federal level, the political parties with whom BUILD met reported having women and youth wings, and recognized the importance of appeal to women and youth voters; however, institutional development assistance should be provided to parties' women and youth wings to strengthen their voice. BUILD will continue to investigate barriers and solutions to women and youth participation in the political process.

During meetings with Saferworld and discussion about coordination and cooperation regarding future work with political parties, BUILD stressed the importance of inclusion of women and youth, especially as polling agents and campaign activists. BUILD and Saferworld agreed to divide training topics between the two organizations, rather than individual parties or regions, which may result with practically the same groups of participants attending different trainings; this will especially be the case with polling agents. Therefore, it is critically important there is mutual understanding that women and youth should be appropriately represented among participants selected by both organizations, and BUILD got Saferworld's assurance that they will pay special attention to inclusivity and representation.

# X. SUSTAINABILITY

To achieve program results during the reporting period, BUILD has identified and hired local experts to support program implementation in the short and long term. BUILD hired a local Monitoring and Evaluation expert on a consultancy basis until the registration in Somaliland is completed. While security arrangements in Mogadishu required the support of an international security firm, BUILD has identified a local expert to coordinate security and other logistical and operational support for the project in Somaliland.

BUILD launched a series of meetings and consultations with universities in Hargeisa and Mogadishu to identify students and professors for the fellowship program designed by BUILD to avoid using international expertise where local capacity can be built and utilized. Specifically, BUILD started adapting an elections course taught at Georgetown University by Jeff Fischer, to Somali and Somaliland contexts. The course and the fellowship are designed to build the capacity of professors in Somalia and Somaliland to teach the course, and to build the capacity of students to engage in elections in both short term (as fellows embedded with the NEC and NIEC) and long term (as poll workers and in other roles supporting elections directly).

BUILD worked with local legal advisors at the FGS level and in Somaliland to secure the registration for the project and develop employee handbooks necessary for the hiring of local staff. Creative's legal and HR experts liaised with the local legal advisors to develop the handbooks that meet local standards as well as being in line with international ones. The discussion included local compensations plans, work hours, sick leave, national holidays, and gratuity for employees.

BUILD's needs assessment meetings in FY16 Q3 were the first step toward cultivating important relationships with Somali and Somaliland government, civil society, and political party leaders. These relationships will be important for sustaining the progress of BUILD activities in the coming reporting periods.

BUILD is developing a sustainable program in Somaliland by gaining the trust and cooperation of implementers, such as Saferworld, and beneficiaries, such as leadership of the three political parties. These strong professional relationships have grown BUILD's reach within the country and broadened the base of potential partners and political party actors with whom BUILD can implement programming in the future.

#### XI. UPCOMING REPORTING PERIOD'S WORK PLAN

An initial Implementation Plan for the period of March 31-September 30, 2016, was approved by USAID during the fourth quarter. The FY2017 Implementation Plan which covers the period was submitted in July with subsequent revisions incorporated throughout the period. Delays and revisions were caused mostly by the fluid political situation on the ground including election postponements, as well as by requirements for more detailed operational planning and electoral technical assistance in Somaliland than planned in the original project description. The latest version of the Implementation Plan was submitted in late October 2017 and is expected to be approved upon the submission of the realigned budget to go with it.

Subsequent reporting period will be covered by the FY17 Implementation Plan.

As the plan has not been approved yet and updates will be made as needed, there are no deviations to report.

# **ANNEXES & ATTACHMENTS**

# I. REQUIRED ATTACHMENTS

# A. FINANCIAL INFORMATION – not applicable

# B. SUB-AWARD DETAILS

Total amount in the approved budget for sub-awards: \$11,330,868.00

Total amount sub-awarded to date: \$5,942,248.81

Sub-awards made in the past reporting period (FY2016 Q3):

Project Title: BUILD Objective I Implementation: Citizen's participation in political and electoral processes increased

Name of Sub-Awardee: Electoral Institute for Sustainable Democracy (EISA)

Agreement Performance Period: April 18, 2016 to December 30, 2020

Agreement Amount (Total Estimated Cost): \$2,099,775

Geographic Locations for Implementation: FGS, Somaliland, Puntland

Project Description: Implement activities to support BUILD Objective Ito work with civil society groups through training, mentoring, and grants. Also, support independent watchdog organizations engaged in election observation.

Project Title: BUILD Objective 3 Implementation: Political parties promote inclusion and contribute to peaceful political processes

Name of Sub-Awardee: International Republican Institute (IRI)

Agreement Performance Period: May 1, 2016 to April 30, 2020

Agreement Amount (Total Estimated Cost): \$2,100,000

Geographic Locations for Implementation: FGS, Somaliland, Puntland

Project Description: Work with political parties to develop platforms responsive to identified issues rather than personalities or ethnic and social identities. Help parties identify citizen views and priorities through public opinion polling, determine the party's position on identified issues, and draft issue-based platforms.

Sub-awards made/amended in the past reporting period (FY2016 Q4):

Project Title: Life Support and Security Services in Mogadishu for BUILD Staff

Name of Sub-Awardee: Tacforce International

Agreement Performance Period: April 23, 2016 to March 31, 2017

Agreement Amount (Total Estimated Cost): \$747,128.23

Geographic Locations for Implementation: Mogadishu Project Description: Provision of security for BUILD staff.

Project Title: M&E Services and Residential and Office Compound in Hargeisa

Name of Sub-Awardee: Forcier Consulting

Agreement Performance Period: April 29, 2016 to June 30, 2016

Agreement Amount (Total Estimated Cost): \$19,074
Geographic Locations for Implementation: FGS, Somaliland

Project Description: Provide support with M&E, surveys and residential and office space

Project Title: Support to Somaliland National Electoral Commission through Print Capacity

**Support and Training** 

Name of Sub-Awardee: SELP

Agreement Performance Period: October 13, 2016 to January 27, 2017

Agreement Amount (Total Estimated Cost): \$976,271.58 Geographic Locations for Implementation: Somaliland

Project Description: Supply and deliver all equipment to the Somaliland NEC to enable them to print and distribute an anticipated one million voter ID cards to registered Somaliland voters. Provide technical support and training for equipment installation and voter ID card production.

# C. ACTIVITY ADMINISTRATION

#### I. Constraints and Critical Issues

Throughout the fiscal year, the BUILD team faced security challenges while implementing the project.

#### 2. Personnel

Creative worked with Grants Manager Gebeyehu Mekuria who took on additional responsibilities as the project's finance manager. USAID agreed to this. Creative also recommended that the position of Objective 3 Team Lead be classified as key personnel to maintain the level of five key personnel as required in the agreement, and USAID agreed.

#### 3. Changes in the Project

Following the assessment of the electoral needs and initial implementation, Creative and its partners recommended to USAID to focus project activities in YI in Hargeisa due to the ongoing voter registration and elections scheduled for March 2017 in Somaliland. USAID welcomed the recommendation and the consortium partners shifted their planning and international and local staff to Hargeisa, Somaliland, where most Q4 activities took place.

# 4. Contract, Award or Cooperative Agreement Modifications and Amendments

Modification I to the Agreement between Creative and USAID was signed on April 29, 2016 in order to:

- Change the Agreement Officer Representative (AoR) to Ms. Johanna Wilkie and alternate AoR to Ms. Nina Bowen:
- Clarify the reporting language for Monitoring and Evaluation and change the dates for the Annual Implementation Plan, M&E Plan, and quarterly reports;
- Update the substantial involvement language for approval of subawards;
- Update the language under the approved subawards section;
- Replace the entire section under other M&E requirements;
- Correct the reference to the marking plan;
- Include the Creative Associates International in the fill in section under mandatory standard provision titled "Marking and Public Communication under...Trafficking in Persons (July 2015),"

Modification II to the Agreement between Creative and USAID was signed on September 28, 2016 in order to:

- Incrementally fund the award by obligating an additional \$3,000,000 and increasing the total obligated amount to \$9,794,027.92;
- Add an update language in Attachment A;
- Add and update Standard Provisions in Attachment C.

## D. Schedule of Future Events

This is a chronological list of ALL significant events planned in the coming reporting period that will contribute to accomplishment of the activity's indicators, such as trainings, opening ceremonies, tendering, conferences, etc. This is not a place to list administration activities; i.e., hiring of staff.

Date	Location*	Activity
October & November 2016	Locations tbd (FGS)	Selection Process
November 2016	Mogadishu (tbd)	CSO workshop to identify topics to form content of materials to conduct civic and voter education.
November – January 2016	NEC HQ (SL)	Deduplication, Voter Card printing
TBD	Various locations (SL)	Provisional Voters' List Displayed
October 2016	Hargeisa, Somaliland	T4 Campaign Training for potential candidates, campaign managers and party leadership of all three Somaliland political parties.
November 2016	Hargeisa, Somaliland	Campaign Planning Theory Training for potential candidates, campaign managers and party leadership of all three Somaliland political parties.
November 2016	Hargeisa, Somaliland	Policy/Platform Research and Drafting Training for potential candidates, campaign managers and party leadership of all three Somaliland political parties.
December 2016	Hargeisa, Somaliland	Development of Polling Agent Training Materials

# E. List of Deliverable Products

# F. Public Outreach Documents

N/A

- II. OPTIONAL ANNEXES
- **III. OPTIONAL ATTACHMENTS**